

Chapter 9 **Institutions**

Since its establishment in 1699, Williamsburg has been defined by its major public institutions. The College of William and Mary and Bruton Parish Church preceded the City and were its first institutional partners. The state government was based here from Williamsburg's founding in 1699 until the Capital moved to Richmond in 1780. The Publick Hospital, which became Eastern State Hospital, was a major presence in the City from 1773 until completing its move to James City County in 1970. Finally, the Colonial Williamsburg Foundation traces its origin to 1926 when John D. Rockefeller, Jr. began the restoration of the Colonial Capital. This chapter will discuss the impact of the College and Colonial Williamsburg on the City of Williamsburg.

THE COLLEGE OF WILLIAM AND MARY

The College of William and Mary, one of the nation's premier state-assisted liberal arts universities, has played an integral role in the City from the start. The College was chartered in 1693 by King William III and Queen Mary II, and is the second oldest educational institution in the country. Today, College enrollment is approximately 7,500 students, projected to grow to 7,900 students by 2011. The College provides high-quality undergraduate, graduate and professional education, and is comprised of the Schools of Arts and Sciences, Business Administration, Education, Law, and Marine Science, with an instructional faculty numbering 576.



The College Yard, circa 1840

The centerpiece of the College is the Wren Building, attributed apocryphally to the English architect Sir Christopher Wren, is the oldest academic building in continuous use in the United States. It was constructed between 1695 and 1699, prior to the founding of Williamsburg. The Wren Building, together with the Brafferton (1723) and the President's House (1732), comprise the original campus of the College. The restoration of the Wren building was the first project undertaken in Williamsburg by John D. Rockefeller, Jr. Along with the restored Colonial Williamsburg Historic Area, this original campus is a character defining feature of Williamsburg.

Physical Improvements

The original campus served the needs of the College from 1693 until 1920. From 1920 until 1950, the “Old Campus” was developed west of the Wren Building to the Crim Dell area. The “New Campus” developed in the 1960s with buildings of a modern design. Strategic infill took place between 1980 and 2002. In 2005, William and Mary is beginning its largest building program since the development of the New Campus in the 1960s, which will have broad implications for the City as the College renovates and expands its facilities. Major new facilities will include the Barksdale Dormitories on Jamestown Road housing 388 students, the new School of Business Administration at the northwest corner of Jamestown Road and Campus Drive providing 175,000 square feet of classroom, office and meeting spaces, a new Parking Garage on Campus Drive adjacent to Adair Gymnasium, and the moving of the School of Education to the Williamsburg Community Hospital site on Monticello Avenue.



The Student View

For the first time since the City began the comprehensive planning process in 1953, the opinions of William and Mary students were actively solicited during the preparation of the plan. The primary mechanism for this was the Sharpe Community Scholars Program which was established in 2001. Three projects were completed by the Sharpe Scholars: Analysis of Off-Campus Housing in 2002, the development of an Off-Campus Housing web site in 2003, and a Student Survey in 2004. All three of these studies provided many insights about the City from the student perspective, important for the City to know since approximately one-half of the City's population is made up of students at the College.

Planning Issues

The College, as an arm of the Commonwealth, is exempt from City land use regulation. This makes it important that the College and the City work together to preserve Williamsburg's very special character. The City does not wish to interfere with the College's ability to plan and decide on land use issues interior to the campus, but becomes concerned when these issues affect adjoining City neighborhoods, commercial areas and historic areas. While many college towns have given up on close-in residential neighborhoods adjacent to campus, Williamsburg should not and must not surrender the character and livability of these valuable and historic neighborhoods.

Architectural Character. The architectural character of the College is of utmost importance to both the College and the City (see *Chapter 6 – Community Character*). Recognizing the importance of this issue, the College developed a *Campus Design Guidelines Report* in May, 2003. This document formulates design guidelines to help reestablish the consistency of planning and design principles exemplified in the Old Campus, and envisions "a unified campus image and character based on the historic expression of the Old Campus and the Sunken Garden Quadrangle, formulated on a new framework of clearly organized pedestrian pathways and public spaces. The disparate images portrayed by multiple existing campus precincts will be consolidated into a seamless transition between three newly defined campus landforms: North Campus, South Campus and West Woods." The general architectural framework in this report echos the urban design concerns expressed in *Chapter 6 – Community Character* as well as in the Design Guidelines adopted by the City's Architectural Review Board. The College and the City need to work cooperatively together to make sure that new buildings constructed on the campus complement the character of the surrounding City neighborhoods, and that new construction in the City does the same for the character of the College. The area adjoining the Old Campus is located in the City's Architectural Preservation District, and the New Campus adjoins the Corridor Protection District along Jamestown Road. The development of the new School of Education will also abut a Corridor Protection District along Monticello Avenue.

Student Housing. The College has an enrollment in 2005-06 of 7,529 students, which includes 5,604 undergraduates. On-campus housing is provided for 4,217 of the 5,604 undergraduates (75%), and for 239 of the 1,925 graduate students (12%). For the entire student body, 4,456 students are housed on-campus (59%). The completion of the Barksdale Dormitory (388 student capacity) will be offset by the planned abandonment of the Dillard Complex for student housing (269 student capacity), resulting in a net gain of 119 beds. The College estimates a growth of 387 students to a projected enrollment of 7,916 students in Fall 2011 (+5%). Undergraduate enrollment, which generates the greatest demand for on-campus housing, is projected to grow by 279 students from 5,604 in 2005 to 5,883 in 2011 (+6.5%).

There is a great demand for student housing on campus and in the area surrounding the College, which has an impact on the largely single family neighborhoods adjacent to the College along Richmond Road and Jamestown Road. It is the responsibility of the College to provide an appropriate amount of student housing on the campus. Additionally, City regulations should encourage appropriate student-oriented housing off-campus to supplement the housing provided by the College. There are several options that could be considered to serve these needs:

- Construction of additional dormitory space on the main campus.
- Retaining the Dillard Complex for student housing or student apartments. The existing buildings could be either renovation or demolished and redeveloped. The fact that this area will be better connected to the main campus by the construction of Treyburn Drive, and will be next to the mixed-use High Street Williamsburg development should make Dillard much more desirable as a location for student housing.
- Construction of student housing on the Williamsburg Community Hospital site, which will be renovated for the School of Education.
- Construction of student-oriented housing on the City-owned Mixed Use land use property south of Berkeley Middle School on Strawberry Plains Road. This abuts College Woods, but has no direct access to the main campus.
- Construction of new multifamily units planned for High Street Williamsburg, Quarterpath at Williamsburg, and in the Center City area. While these are not planned specifically as student housing, these approximately 1,000 new units will give students wishing to live off-campus additional options outside of the traditional close-in City neighborhoods.

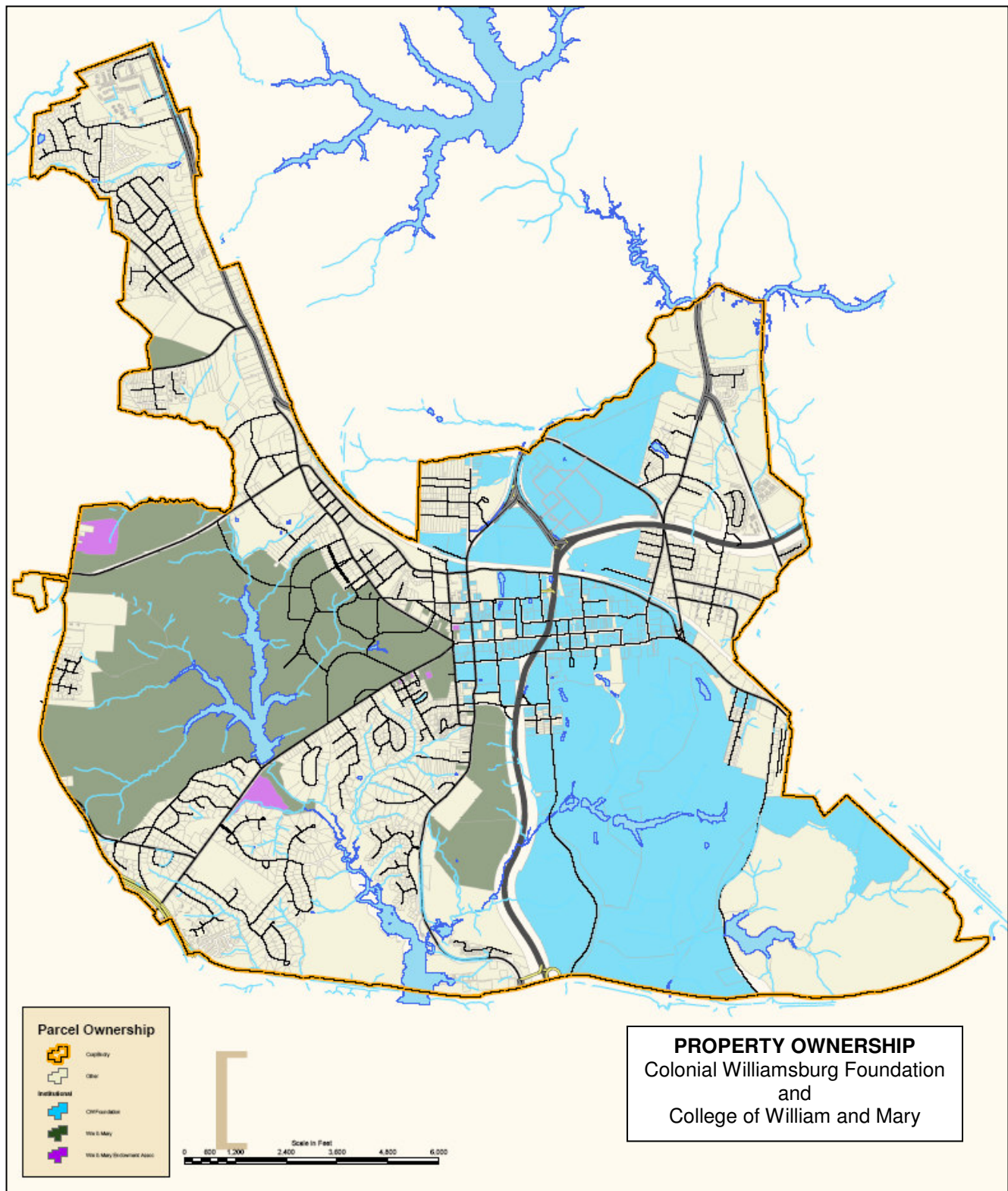
Commercial Development Adjacent to the Main Campus. As pointed out by the Sharpe Scholars, there is a need for additional student-oriented business near the campus to serve the needs of the large number of students in the area. The logical place new business development adjacent to the campus is the commercial area on the north side of Richmond Road between Armistead Avenue and Scotland Street. The success of Wawa at 315 Richmond Road affirms the attractiveness of this area for businesses that also serve the student population. The Williamsburg Redevelopment and Housing Authority's Braxton Court project will add additional commercial space besides Paul's Delly, and several other key property that are suitable for redevelopment are located between the College Delly and the Williamsburg Baptist Church. The redevelopment of this area, which may require the demolition of several buildings, should be done carefully and with great sensitivity to the existing historic character. The City's Architectural Review Board should closely review the design of any new proposed building before approving the demolition of existing buildings to make sure that the proposal conforms to the City's Design Guidelines. Other locations with potential for commercial expansion that will also serve student needs are the proposed Mixed Use area between Brooks Street and the Williamsburg Shopping Center, and the Office area across Monticello Avenue from the future School of Education. The College administration should work closely with the City's Planning Department and Economic Development Manager to help encourage appropriate redevelopment in these areas.

Traffic and Parking. Traffic flow and parking in and around the College is an important concern for the City, and resulted in the *Jamestown Road Area Traffic and Parking Study*, prepared for the City and the College by Kimley Horn and Associates in 2004. This was supplemented by the *College Corner Transportation Study* in 2005, which analyzed this important intersection. Major issues for the College include:

- The construction of the School of Business on the Common Glory parking lot will displace the existing 318 parking spaces, and change nearby traffic patterns and volumes. The Jamestown Road/Campus Drive intersection will need to be reconfigured to provide three full-width lanes (two southbound and one northbound), and studied to determine if it meets traffic signal warrants.
- A satellite parking lot oriented for long-term and storage parking needs to be considered when the School of Business is constructed on Jamestown Road (and which will eliminate the 318 space Common Glory parking lot). At least some of this need may be able to be satisfied by the parking that will be available at the site of the new School of Education.

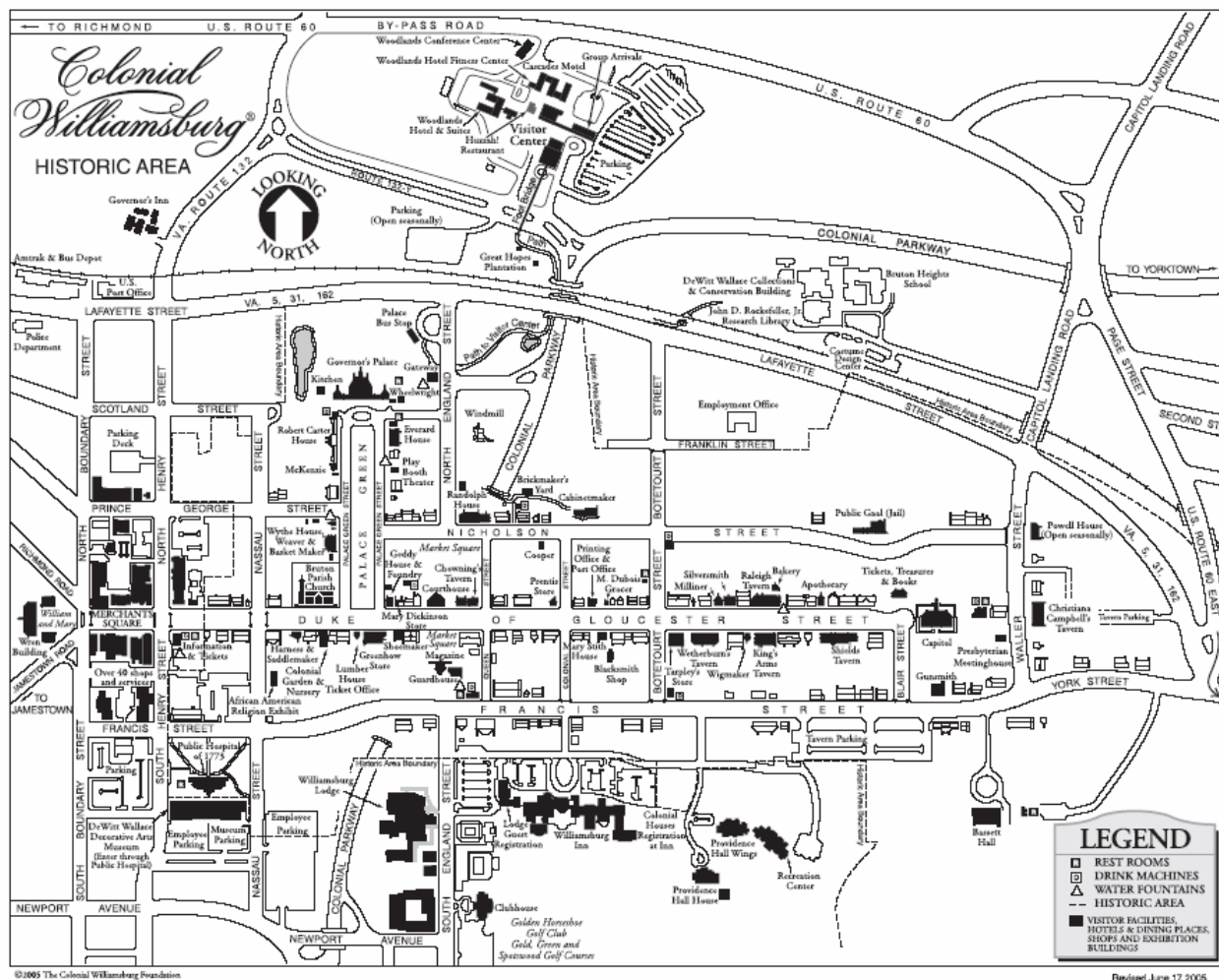
Pedestrian and bicycle facilities. Pedestrian and bicycle facilities are an important part of the College, and several improvements and expansions to the existing system are needed:

- High Street Williamsburg will be a major destination for students. A bicycle and pedestrian link needs to be made from the main campus to the new School of Education, so that students can access the new bike lanes and sidewalks on Treyburn Drive. A connection also needs to be made at the north end of Treyburn Drive, at the Ironbound Road intersection, connecting the bicycle and pedestrian facilities to the Dillard Complex and Plumeri Park.
- New Town is another potential student destination, now served by bike lanes and Williamsburg Area Transport buses. There is a need to design and construct a paved walkway paralleling Monticello Avenue to provide a connection from the main campus to this activity center.
- Jamestown Road needs sidewalk improvements, particularly with the construction of the proposed School of Business. The Jamestown Road study identified needed sidewalk along the north side of Jamestown Road from Phi Beta Kappa Circle to Rolfe Road.



THE COLONIAL WILLIAMSBURG FOUNDATION

Colonial Williamsburg has attracted more than 100 million visitors have come since 1932. This 300 acre area encompasses the majority of the 18th Century Colonial Capital, established in 1699. Williamsburg flourished for the next 80 years, until the state capital was moved to Richmond in 1779. The removal of the capital began a period of decline until 1927 when John D. Rockefeller, Jr. inspired by Reverend W. A. R. Goodwin, began the restoration of the colonial city. Colonial Williamsburg contains eighty-eight original 18th and early 19th-century structures. Many other main buildings and outbuildings have been reconstructed on their original foundations, based upon archaeological investigation and historic research. Notable buildings include the Governor's Palace, the Capitol, the Courthouse, Bruton Parish Church, Raleigh Tavern and the Powder Magazine. Ninety acres of gardens and greens have also been recreated. The Colonial Williamsburg Historic Area is a National Historic Landmark and is also the centerpiece of the City's Architectural Preservation District (see *Chapter 6 – Community Character*).



The Historic Area is operated by the Colonial Williamsburg Foundation, a private, not-for-profit educational institution that receives no regular state or federal funding. The Foundation preserves and interprets the Historic Area, as described by Colonial Williamsburg Foundation President Colin Campbell:

The Historic Area is the core of the Colonial Williamsburg Foundation. It is the focus and a resource for our education efforts, indeed for everything we do. It is a remarkable collection of original buildings and reconstructions, trade sites and shops, greens and

gardens, livestock and rare breeds, coaches and wagons, four taverns working in eighteenth-century fashion, and three-hundred-year old boulevards and byways. No wonder that, when he visited the Williamsburg Restoration, President Franklin Roosevelt proclaimed our central thoroughfare, the mile-long Duke of Gloucester Street, “The most historic avenue in all America.”

In addition, the Foundation operates for-profit subsidiaries, including hotels, restaurants, convention facilities, and golf courses; and sells licensed products and reproductions. The Foundation also operates the DeWitt Wallace Decorative Arts Museum, the Abby Aldrich Rockefeller Folk Art Museum, Bassett Hall, Carter's Grove (currently closed for renovation), and the John D. Rockefeller Jr. Library.

The Historic Area

The Colonial Williamsburg Historic Area defines the character and drives the economy of the City. Initially conceived as areas on and near Duke of Gloucester Street with concentrations of restored buildings, the Historic Area has evolved and grown since the Restoration began in 1927. In 1939, formal boundaries of the “Restored Area” were established, which included areas along Duke of Gloucester, Francis and Nicholson Streets, and the adjoining historic campus of the College of William and Mary. This was expanded in 1949 to include Waller Street and more of the east-west streets. The official name was changed to the “Historic Area” in 1962, and 1968 saw an expansion to include the Public Hospital and Custis blocks, the Timson house and several other areas. The most recent expansion added 128 acres to the Historic Area in 2002, and included areas adjacent to the Custis garden site and the Williamsburg Inn, Bassett Hall and its surroundings, and vacant land northwest of the Timson House.

The City’s planning and zoning regulations have always kept the protection of this important national resource as a high priority. The “Historic Colonial Area” zoning district was established with the City’s original zoning ordinance in 1947, and enabled the Board of Zoning Appeals to permit the restoration or reconstruction of colonial buildings, and to allow their uses for uses that existed in the 18th Century. Additional controls were administered by a Board of Architectural Consultants established in 1958, which approved the architectural design of buildings. The regulations were refined to their current state in 1991, when a separate “Colonial Williamsburg Historic Area” zoning district was created, and when the Board of Architectural Consultants became the Architectural Review Board, reviewing the architectural character of the Architectural Preservation District which included the Historic Area.

The interpretation of the Historic Area is Williamsburg’s most important attraction, illustrated by Colonial Williamsburg’s credo: “That the future may learn from the past.” However, Colonial Williamsburg, along with other history museums nationwide, is dealing with changing demographic and public tastes, competition with other vacation destinations, and a decline in the appeal of historic attractions. This is being addressed by the continued evolution of Colonial Williamsburg’s interpretative programs, Electronic Field Trips, expanded web sites, and continual reinvestment in the physical aspects of the Historic Area.

Support Facilities

Supporting the Historic Area is a wide array of facilities, ranging from the Bruton Heights School Education Center adjacent to the Historic Area to the Vehicle Maintenance Facility on Route 60 East. The Colonial Williamsburg Foundation has made significant capital improvements in recent years to support its operations as well as the local tourism industry. Between 1999 and the anticipated completion date for all projects in 2006, the investments for the projects listed below will exceed \$200 million.

Visitor Center Expansion and Pedestrian
Bridge to Historic Area
Woodlands Hotel
Williamsburg Inn Renovation
Williamsburg Lodge Renovation

Spa and Fitness Center Construction
Peyton Randolph Site Reconstruction
DeWitt Wallace Decorative Arts Museum
and Abby Aldrich Rockefeller Folk Art
Museum Centralization

College Corner Building
Kimball Theatre Renovation

Great Hopes Plantation Construction
Vehicle Maintenance Facility

Planning Issues

The Colonial Williamsburg Foundation is subject to the City's land use regulations, and it is important for the Foundation and the City work together to preserve the special character of the City and most importantly of the Colonial Williamsburg Historic Area. The importance of the relationship between the City and the Foundation is illustrated by the fact that the Foundation is both the City's largest taxpayer and the largest property owner.



Architectural Character. The maintenance of the architectural character of the Historic Area and the surrounding neighborhoods is a critical planning issue (see *Chapter 6 – Community Character*). Over the years, the City has built upon the skill and expertise of Colonial Williamsburg, supplementing the Foundation's knowledge and expertise in the restoration of the Historic Area with complementary City regulations of land use and architectural character. While the Foundation's stewardship of the Historic Area is unmatched, the continued disposition of properties surrounding the Historic Area makes the City's role in protecting its setting even more important. The City's Architectural Review Board needs to work closely with developers to ensure that new buildings constructed along the edges of the Historic Area complement its quality and character.

Open Space. The Colonial Williamsburg Historic Area is an essential element of the City's open space system, particularly in its relationship to the Center City commercial and residential areas. Coupled with the campus of the

College of William and Mary, the 128 acre Historic Area provides the City with a quantity and quality of open space that is unmatched by any other City in the Commonwealth, if not the country.

Merchants Square. Merchants Square is the City's premier high quality commercial area, ideally situated between the Colonial Williamsburg Historic Area and the College of William and Mary. It was developed by Colonial Williamsburg in the 1930s, and has evolved into both a tourist shopping area and a regional shopping and dining destination. The City has been involved in planning for this area since the 1953 Comprehensive Plan, and the most recent City activities in the area are the construction of the

Prince George Parking Garage and the completion of streetscape improvements for Prince George Street and North Henry Street. *Chapter 10 – Commercial and Economic Development* proposes zoning changes for Merchants Square and the areas to the north and south that will provide increased opportunities for residential development, and enable the Center City to continue to function as a true mixed-use development.

Traffic and Parking. Traffic flow and parking in and around the Historic Area and Merchants Square is important both for the Foundation and the City. The basic traffic infrastructure is in place, with the only major future improvement being adjustments to the Jamestown Road/South Boundary Street intersection (see *Chapter 11 – Infrastructure*). Parking has long been a cooperative venture, with the City policing parking lots that are owned and maintained by the Foundation. A traffic study for the Center City area was prepared in December 1995 by Desman Associates, and led to a number of improvements, the most notable being the 362 space Prince George Parking Garage. Improved directional signage has also been provided for the parking Merchants Square parking facilities.